UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/GUI/1
17 February 1998
ENGLISH
ORIGINAL: FRENCH

First regular session 1998
20-24 April 1998, New York
Item 3 of the provisional agenda
UNDP

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR GUINEA (1998-2001)

CONTENTS

		Paragraphs	Page
INTRODUCTION		1 - 2	2
I.	DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE	4 - 13	2
II.	RESULTS AND LESSONS OF UNDP COOPERATION	14 - 21	4
III.	GOVERNMENT STRATEGY FOR COOPERATION WITH UNDP	22 - 24	5
IV.	AREAS OF CONCENTRATION	25 - 34	5
V.	PROGRAMME IMPLEMENTATION ARRANGEMENTS	35 - 43	7
Annex.	Resource mobilization 1998-2001 (in thousands of United States dollars)		9

98-03428 (E) 110398 120398

INTRODUCTION

1. The cooperation framework for Guinea, which covers the period 1998-2001, is the outcome of a long process of preparation and consultations between the Government and UNDP. It is based on the national development priorities outlined in such background documents as the socio-economic development strategy for Guinea, entitled "Guinea: looking towards 2010", the country strategy note, the study on the incidence of poverty in Guinea, the national human development programme and many other major documents.

2. The advisory note was prepared on the basis of consultations with the national authorities, civil society, United Nations specialized agencies and the country's main development partners. In 1997 the Government worked on finalizing its first country cooperation framework in the light of its efforts to define new development priorities. In the course of the year, however, it became apparent that the formulation of the first country cooperation framework for Guinea could not be completed in time for submission to the Executive Board in 1997. Under these circumstances, the Government requested an extension of the fifth country programme in order to complete the necessary work and bring the first cooperation framework into line with the governmental development strategy. The UNDP Administrator approved this extension and wishes to bring this decision to the attention of the Executive Board at its current session.

3. The preparations for the first country cooperation framework were completed in a context favouring the implementation of viable economic policies which address social concerns. Thus, the areas of concentration identified, the approach and the arrangements proposed in the note reflect the chief concerns of the Guinean Government, which has made sustainable human development, through the reduction of poverty and unemployment, environmental protection and good governance the central themes of its short- and medium-term development policy.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

4. Despite its natural wealth and a relatively unspoiled environment, Guinea is still one of the least developed countries on the globe; its human development index is among the lowest in the world. Since 1985 far-reaching structural reforms have been implemented to accelerate the transition from a centralized to a market economy and the democratization of a society which has been dominated by a single party for 25 years. As a result of these changes, presidential and legislative elections have been organized and competition has become possible, macroeconomic imbalances have gradually been redressed, prices have stabilized again and the real rate of growth of gross domestic product (GDP) has increased, averaging 4 per cent between 1991 and 1995.

5. Poverty elimination. Despite these efforts and the progress made in the economic sphere, the living conditions of the vast majority of the Guinean population have remained fragile, putting the country in the lowest place in the human development ranking for 1992-1994, according to several yearly editions of the Human Development Report.

6. The absolute poverty line in Guinea has been set at a level of annual expenditures per capita of GF 293,714, or $296. The percentage of the population living below the absolute poverty line is around 40.3 per cent. Extreme poverty affects 13 per cent of the population. Thus, the country has 2,535,402 poor people, of whom 817,125 are considered to be extremely poor, according to a study on the incidence of poverty carried out in 1995 by the Ministry of Planning with financing from the World Bank. This study also found that poverty is more acute in rural areas, where 52.5 per cent of the poor population lives, as opposed to Conakry and other urban centres, with 6.7 per cent and 24.3 per cent of the population, respectively.

7. In Guinea in 1995, life expectancy at birth was 45 years, the adult illiteracy rate was 73 per cent and real GDP per capita was $592, as compared with an average of $1,346 for sub-Saharan Africa.

8. The main symptoms of poverty in Guinea are inadequate access to health care (35 to 40 per cent of the population), safe drinking water (55 per cent) and basic education (40 per cent), a high infant mortality rate (136 per 1,000), unemployment and the obsolescence and shortage of housing - in short, the low level of access to basic social services and non-fulfilment of basic needs.

9. Employment. The strong economic growth in the past few years has not brought any improvement in the employment situation. The unemployment rate among the active population is estimated at over 25 per cent. This situation has been aggravated by rural-urban migration, the lack of career prospects for a clear majority of young graduates of universities and professional schools and the weak response by the private sector to the incentives offered by the reform programme.

10. Women. While women make up over 52 per cent of the Guinean population, they have only a minor role in the conduct of public affairs and in decision-making bodies. Despite modest progress in such areas as training, literacy and the improvement of nutrition and health, women continue to be marginalized in many sectors.

11. Governance and the institutional environment. In 1996, after the authorities had identified flaws in the administration, corrective measures were adopted. Among these were: improving the management of public finances and human resources, reinstating an ethic of public service, encouraging popular participation by democratizing economic, social and political life, strengthening the public and private media, preventing the seizure of power by an ethnic group, delegating responsibility to local elected officials and encouraging the role of civil society in the development process.

12. Population. In order to limit the impact of demographic pressure on limited resources, public infrastructure, social services and the environment, the demographic growth rate (2.8 per cent) should remain at a level consistent with the rate of economic growth (4 per cent in 1995).

13. Environment. Environmental degradation and the poor management of natural resources have had adverse consequences for the rural population and the economy

of Guinea. Rational development and conservation of natural resources are needed in order to solve this problem.

II. RESULTS AND LESSONS OF UNDP COOPERATION

14. The official development assistance (ODA) which Guinea has received has grown from $66 million in 1980 to $359 million in 1995. This sharp increase is due mainly to the change in the political system that took place in 1984 and the implementation by the Guinean Government, beginning in 1985, of structural reforms supported by the Bretton Woods institutions and the major aid-granting countries and organizations.

15. UNDP has disbursed an average of $6 million per year, or about 3 per cent of the assistance granted, to support development management, social and rural development and industrial and regional development, through technical cooperation alone and in conjunction with investment projects.

16. In 1986, with assistance from UNDP, the Guinean authorities launched a National Technical Cooperation Assessment and Programmes (NaTCAP) exercise, the results of which were deemed satisfactory, making it possible to establish a development aid coordination committee in 1994, formulate a methodology for integrating technical cooperation into development budgeting and planning and institute arrangements for monitoring and reviewing development assistance.

17. During the fifth UNDP aid programme for Guinea (1992-1996), four areas of concentration identified in the Government's technical cooperation programme were selected, namely: (a) assistance to the economic and financial recovery programme; (b) rural development and community participation; (c) enhancing the value of human resources and improving living conditions; and (d) support to the private sector and revitalization of industry.

18. The fifth programme received support from funds managed by UNDP, namely, the Special Measures Fund for the Least Developed Countries (SMF/LDC), the Management Development Programme (MDP) fund, Special Programme Resources (SPR), the UNDP Office to Combat Desertification and Drought (UNSO) fund, the United Nations Volunteers programme voluntary contributions fund and the United Nations Capital Development Fund (UNCDF).

19. In addition to the actions outlined under the four areas of concentration of the fifth programme, the human development initiative was implemented, with the support of UNDP, in various successive phases, namely, diagnostic studies of the human development situation in Guinea, preparation of the human development policy letter, and preparation of the national human development programme.

20. Official development assistance has enabled Guinea to make major strides in the economic and social fields, even if the gains are still fragile and fall short of the hoped-for results. In the context of economic reform, such assistance has mainly benefited the governmental structures and has not sufficiently benefited the various components of civil society. Moreover, the country's reliance on external assistance has resulted in a high level of debt, 45 per cent of which represents amounts owed to international organizations.

21. The Guinean Government and its development partners are aware of the need for sound management of international cooperation and external aid coordination, as demonstrated by the multiplicity of contributors, the diversity of their approaches to granting aid and means of delivering it, the risks of wasteful duplication and overlapping, the downward trend in the volume of resources and the search for enhanced efficiency with respect to development assistance. To this end, UNDP assumes responsibility for coordinating the operational activities of the United Nations system, with the active participation of all agencies represented in Guinea.

III. GOVERNMENT STRATEGY FOR COOPERATION WITH UNDP

22. For the next few years, the Guinean Government's main objective in its cooperation with UNDP is to improve the living conditions of the population through implementation of the national human development programme (NHDP), which emphasizes four basic dimensions of development that are especially relevant to Guinea, namely, improved productivity, social justice, sustainability and popular participation.

23. The NHDP has five major goals, namely: (a) implementing viable macroeconomic policies; (b) generating productive capacity and remunerative employment; (c) establishing an institutional environment conducive to good governance; (d) meeting basic needs and providing basic social services; and (e) implementing a viable population policy.

24. The main elements of the strategy that will be adopted to achieve these goals are: (a) support for the priority and strategic programmes of the NHDP, taking into account the comparative advantages and priorities of UNDP and capitalizing on the experience of the fifth cycle programmes and projects whose objectives accord with UNDP's current concerns; (b) gradual and systematic adoption of the programme approach and national execution; (c) monitoring and implementation of the recommendations of world conferences and summits, particularly the recommendations of the World Summit for Social Development; (d) strengthening of coordination and advocacy activities; (e) effective utilization of the various instruments and modalities of UNDP technical cooperation; (f) support for the Government's efforts to mobilize the resources and coordinate the assistance needed for the implementation of the NHDP.

IV. AREAS OF CONCENTRATION

25. On the basis of the development outlook for the national economy and the analysis of the sustainable human development situation, UNDP proposes to support the Guinean Government during the period 1998-2001 in two areas of concentration, namely, poverty reduction and governance.

26. These two areas of concentration also encompass two multisectoral themes that will be addressed through the implementation of two framework programmes, namely, the framework programmes on "Gender equality" and "Promotion of small- and medium-scale enterprises and industries and micro-enterprises".

Area of concentration I: Poverty reduction

27. In support of the Government's efforts to reduce poverty and in order to complement the support provided in this area by Guinea's various development partners, UNDP proposes to implement, in addition to the two framework programmes on "Gender equality" and "Promotion of small- and medium-scale enterprises and industries and micro-enterprises", a framework programme on "Support for grass-roots initiatives", which has several components, namely: (a) strengthening productive capacity in rural areas; (b) providing basic education and primary health care; (c) protecting the human and natural environments.

28. Strengthening productive capacity in rural areas. This component is designed to: (a) provide support to small farmers in the most disadvantaged areas, enabling them to gradually go beyond the subsistence agriculture to which they are restricted, towards a commercial form of agriculture that will enable them to obtain monetary surpluses and thus ensure their economic security; (b) provide ongoing support for the establishment of farmers' groupings, associations and cooperatives; (c) provide ongoing support for programmes to open up isolated production zones by building or maintaining rural roads; (d) facilitate small farmers' access to credit, making micro-enterprises possible, and enhance the farmers' functional literacy.

29. Basic education and primary health care. UNDP will provide support for the Government's efforts to open up isolated areas and encourage grass-roots participation in the financing, management and operation of the school and health infrastructure, expansion of the school network and promotion of a policy for the distribution of generic medicines.

30. Protecting the human and natural environments. Environmental degradation contributes to the erosion of rural economic security and is both a cause and a consequence of poverty. Under this component, UNDP will also support the national efforts to extend the "village land management" approach, which is based on the provision of responsibility, information and support to local actors, throughout the country.

Area of concentration II: Governance

31. In spite of the undeniable progress made by the Government in the area of governance in recent years, the results still fall short of popular expectations and of the country's real needs. Adjustments and reforms are still needed in order to establish an administration which requires an ethic of public service and a democratic culture that can support the process of establishing the rule of law.

32. Having recognized this, the Guinean Government in 1996 prepared, with the support of UNDP, a national governance and institutional development programme (NGIDP). The policies formulated under this programme will be implemented during the period 1998-2001 with the support of Guinea's main development partners. UNDP will provide support through the implementation of two framework programmes, entitled: (a) "Strengthening of economic management capacities",

and (b) "Support for civil society and for decentralized and deconcentrated structures".

33. Macroeconomic and social management. A responsible sustainable human development policy must be part of a viable macroeconomic and financial framework. Thus, UNDP support for the strengthening of capacities in formulating, carrying out and monitoring structural programmes and reforms will consist of: (a) the implementation of an economic and social information system in support of the sustainable human development policy; (b) the preparation of macroeconomic tools and instruments to ensure the coherence of the NHDP; and (c) support for the programming cycle on monitoring and review of public expenditures.

34. Support for civil society and for decentralized and deconcentrated structures. Through this programme, UNDP will support the Guinean Government in the pursuit and intensification of the decentralization and participation policy that has already begun to be implemented. Such support may be concentrated in the following areas: (a) analysis and review of the existing capacities of the organizations of civil society; (b) strengthening the capacities of local communities through the training of elected officials and other authorities.

V. PROGRAMME IMPLEMENTATION ARRANGEMENTS

35. The first country cooperation framework will be implemented in accordance with the recommendations contained in General Assembly resolution 44/211 of 22 December 1989, which recommends generalized implementation of the programme approach and national execution of programmes and projects.

36. Approaches. The projects for the interim period will be continued under the NHDP, which will encompass the activities of the first cooperation framework. These activities, which will be carried out in the two areas of concentration described above, will be the subject of framework programmes based on the initiatives targeted by the NHDP.

37. Execution modalities. It was decided to implement, before the end of the fifth cycle, a project on the strengthening of national capacities in the execution of projects and programmes. Reliance on technical cooperation among developing countries (TCDC), the services of the United Nations Volunteers programme and national expertise will also help to reduce the cost of the programmes.

38. Monitoring and evaluation. The programme will conform to the monitoring and evaluation modalities recommended by the UNDP Executive Board. Annual and mid-term reviews, based on success indicators, will be carried out to facilitate evaluation.

39. Programme resources. The target amount (TRAC 111) available for Guinea for the rolling triennial period 1997-1999 is $7,382,000, with an additional allocation of $4,921,000 to be added to the carry-over from the fifth cycle ($51,000).

40. The total programme resources available will therefore be $12,354,000. These resources will be dedicated fully to the NHDP framework programmes, with 30 per cent being reserved for the NGIDP. Fifteen per cent of these total resources will be dedicated to the strengthening of actions to promote the status of women. The resources to be mobilized for the period will be added to this amount in order to arrive at the 20 per cent ceiling set by headquarters.

41. Other funding sources. These resources will be supplemented by Special Programme Resources ($100,000) mobilized for the human development initiative, credits from UNCDF ($8 million for the sixth programme) and funds from Development Support Services (DSS) ($57,000), Special Programme Resources/ Coordination ($276,000), the UNDP Bureau for Policy and Programme Support (BPPDS) ($379,000), the Project Development Facility (PDF) ($240,000) and other funds to be mobilized among United Nations system partners and bilateral donors to support activities under the NHDP and the NGIDP. Joint funds and funds to be mobilized among United Nations system partners (UNSO, the United Nations Development Fund for Women (UNIFEM), Capacity 21, the Global Environment Facility (GEF), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Bank) will round out UNDP resources.

42. Resource mobilization. Resource mobilization activities will be strengthened with a view to supplementing the funds provided by UNDP; the steady dwindling of these funds is a fact that must be taken into account in planning.

43. The donor conferences that will take place following the finalization of the NHDP and NGIDP documents will undoubtedly help to mobilize additional resources for this initiative. Moreover, the bilateral partners in the activities launched during the fifth cycle will be involved in the implementation of the first country cooperation framework (the United States Agency for International Development (USAID), the Caisse française de développement (CFD), the European Union, the African Development Bank (AfDB), etc.). An intense awareness-raising campaign among the bilateral partners will make it possible to mobilize funds on the basis of new management services agreements.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR GUINEA (1998-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	(1 272)	
TRAC 1.1.1	7 382	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
Other resources	564	SPR
SPPD/STS	646	
Subtotal	7 320[a]	
NON-CORE FUNDS		
Government cost-sharing	6 100	AfDB $6 million - Women entrepreneurs
Sustainable development funds	325	GEF
Third-party cost-sharing	400	EDCS
Funds, trust funds and other:	8 375	
	of which:	
UNCDF	8 000	
UNSO	375	
Subtotal	15 200	
GRAND TOTAL	22 520[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AfDB = African Development Bank; EDCS = Ecumenical Development Cooperative Society; GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; SPR = Special Programme Resources; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNSO = Office to Combat Desertification and Drought (formerly United Nations Sudano-Sahelian Office; now under UNDP Bureau for Policy and Programme Support).